BEFORE THE GROWTH MANAGEMENT HEARINGS BOARD CENTRAL PUGET SOUND REGION STATE OF WASHINGTON

HOMEWARD BOUND IN PUYALLUP,

Petitioner,

CASE No. 18-3-0011

ORDER ON COMPLIANCE

CITY OF PUYALLUP,

٧.

Respondent.

I. INTRODUCTION

On June 3, 2019, the Board issued its Final Decision and Order (FDO) in this case. Homeward Bound in Puyallup (Petitioner) had challenged the City of Puyallup (City) Ordinance No. 3179, which established zoning standards and requirements for permitting daytime drop-in centers and overnight shelters intended to serve the homeless. The Board concluded that the Ordinance violated RCW 36.70A.130(1)(d) insofar as it was inconsistent with certain City comprehensive plan policies concerning land use, housing and transportation. The Ordinance was remanded to the City for action.

On September 24, 2019, the Puyallup City Council adopted Ordinance No. 3195 (Ordinance). On October 16, 2019, the City filed its Compliance Report, providing a copy of the Compliance Ordinance and attached exhibits. The City also filed the original proceeding index and compliance index. Petitioner filed its Objections to a Finding of Compliance on October 30, 2019. Pursuant to RCW 36.70A.330(1) and (2), the Board conducted a telephonic compliance hearing on November 18, 2019. Board members Cheryl Pflug and William Roehl attended the hearing. Deb Eddy convened the hearing as the Presiding Officer. Peter Eglick represented the City in the proceeding; John Purbaugh of the

Northwest Justice Project represented the Petitioner.

II. OFFICIAL NOTICE MOTION

The City requested the Board to take official notice of a floodway map attached to its Response Brief.¹ The Petitioner objected as the map was not part of the record considered by the City.² The Board deferred ruling on the request stating it would address it in this Final Decision and Order.

The factual issue involves the amount of land available for siting daytime drop-in centers or overnight shelters. The proffered map depicts a narrow band of land along the course of the Puyallup River within which the City asserts that it regulates development to comply with floodway requirements. The Petitioner presented a map from the record, Exhibit 17, which illustrates a much larger area, an area the City states is a Pierce County floodway designation. The Petitioner stated at the Hearing on the Merits that it "questioned" whether the City only regulated the narrower strip. The Board was presented with no reason to doubt the City's assertion.

The Board will allow the map to supplement the record pursuant to RCW 36.70A.290 as it will be of substantial assistance to the Board in reaching its decision. The Board further observes that the floodway area shown on the map appears to be similar if not identical to the narrower floodway area depicted on Exhibit 17 in a blue hue overlaying the broader black cross-hatched floodway area. The map will be designated as Exhibit 211.

III. STANDARD OF REVIEW

After the Board has entered a finding of noncompliance, the local jurisdiction is given a period of time to adopt legislation to achieve compliance.³ After the period for compliance has expired, the Board is required to hold a hearing to determine whether the local jurisdiction has achieved compliance.⁴ For purposes of Board review of the comprehensive

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¹ Puyallup's Response to Petitioner's Objections to a Finding of Compliance at 17, footnotes 14, 15. The map is entitled "Second Ordinance Reading Map – FEMA Floodway and attached map legend".

² RCW 36.70A.290(4).

³ RCW 36.70A.300(3)(b).

⁴ RCW 36.70A.330(1) and (2).

plans and development regulations adopted by local governments in response to a noncompliance finding, the presumption of validity applies and the burden is on the Petitioner, should it challenge compliance, to establish that the new adoption is clearly erroneous in view of the entire record before the board and in light of the goals and requirements of the GMA.⁵

The Board's role in compliance proceedings is not identical to its role during initial consideration of a Petition for Review. Even if the Petitioner should fail to challenge compliance actions, when the Board has identified non-complying provisions of a local jurisdiction's plan or regulations, the jurisdiction is under an obligation to bring those provisions into compliance. The Board is therefore required to make a determination as to compliance.⁶ In order to find the City's action clearly erroneous, the Board must be "left with the firm and definite conviction that a mistake has been made."

Where a jurisdiction's development regulations have been found to be inconsistent with its comprehensive plan policies, as here, the Board will use the same standard of review in evaluating compliance actions as it used in the original analysis. Simply stated, the Board poses three questions in these cases:

- Do the development regulations implement the comprehensive plan goals and policies?
- Do any of the development regulation's features **preclude achievement** of any of the Comprehensive Plan policies?
- Have Petitioners shown **actual conflict** between Comprehensive Plan policies and the new developments regulations?⁸

⁵ RCW 36.70A.320(1), (2), and (3).

⁶ See RCW 36.70A.300(3)(b) and RCW 36.70A.330; "The issue in compliance proceedings is somewhat different than it is during an original adoption. In compliance proceedings, the Board has identified an area of the local jurisdiction's comprehensive plan or development regulations that do not comply with the GMA. The local jurisdiction is under an obligation to bring those areas into compliance and demonstrate that fact to the Board. While the ordinance that is adopted to cure non-compliance is entitled to a presumption of validity, nevertheless, the local jurisdiction must still demonstrate to the Board that it has addressed the area of non-compliance identified in the FDO." Skagit County Growthwatch, et al v. Skagit County, GMHB No. 07-2-0002 (Order Denying Motion for Reconsideration, January 21, 2009) at 4-6.

⁷ Department of Ecology v. PUD1, 121 Wn.2d 179, 201, 849 P.2d 646 (1993).

⁸ Cook & Heikkila v. City of Winlock, WWGMHB No. 09-2-0013c (FDO, October 8, 2009) at 35.

IV. REMANDED ISSUES

Policies concerning housing and land use

H-6 Promote a variety of housing for people with special needs, such as the elderly, disabled, homeless, and single householders.

H-6.1 Encourage and support the development of emergency, transitional and permanent housing with appropriate on-site services for persons with special needs.

H-6.2 Encourage the distribution of special needs housing throughout the City, recognizing that some clustering may be appropriate if in proximity to public transportation, medical facilities, or other essential services.

The Board remanded Ordinance 3179 for inconsistencies with housing policies H-6, H-6.1 and H-6.2. In so doing, the Board noted that the Ordinance limited the siting of emergency and transition housing with appropriate on-site services to "a single zoning designation (ML) ... almost entirely located at the very northwestern-most corner of the City ... as physically removed from the heart of the City as could be imagined. Its physical isolation is apparent."

Although H-6.2 recognizes that clustering "may be appropriate if in proximity to public transportation, medical facilities, or other essential services," Ordinance 3179 called for clustering not in proximity to public transportation and other services, as illustrated by maps in the City's Transportation Element.¹⁰ The Board concluded that the development regulations "not only fail to implement the comprehensive plan policies, but they also can be said to preclude achievement of and be in conflict with H-6, H-6.1 and with H-6.2. The regulations do the exact opposite of distributing this type of special needs housing 'throughout the City', and add to the dissonance by clustering it without regard to public transportation, in direct opposition to the mandate of the policy."¹¹

⁹ FDO at 14, referencing the Official Zoning Map at Appendix B.

¹⁰ FDO at 15, noting that the single thoroughfare through the single zone identified for these uses had little to no regular transit service.

¹¹ FDO at 15.

Policies concerning proximity to transit centers

LU-7.1 Community services, including schools, community centers, and medical services, should be focused in central locations and/or near transit centers.

- T-3.1 Ensure consistency between land use and the associated transportation system.
 - Coordinate land use and transportation plans and policies to ensure they are mutually supportive.
- T-4.4 Increase pedestrian safety, emphasize connectivity, and reduce operations and maintenance costs through developing walkways.
 - a. Prioritize pedestrian facilities in the vicinity of schools, retail districts, community centers, health care facilities, parks, transit stops and stations, and other pedestrian generators.

By limiting the receiving zones for daytime drop-in centers and overnight shelters to locations with demonstrably little to no transit, the Board found that Ordinance 3719 failed to implement LU-7.1, precluded its achievement and actually conflicted with a policy calling for centralized location for community services and/or near transit centers.¹²

Concerning policies related to transportation in commercial and mixed use areas, the Board said that "the Ordinance, limiting as it does a pedestrian and transit heavy use to an area that is ill served by either pedestrian or transit facilities ... does not implement T-4.4 and T-3.1, but rather precludes and is in conflict with [these policies]."¹³

City's Compliance Action

Originally challenged Ordinance No. 3179 added a new chapter to the City's Municipal Code, Chapter 20.72, entitled Homeless Drop-In Centers and Overnight Shelters. In addressing the Board's findings of noncompliance, the City adopted Ordinance No. 3195 amending the provisions of Ordinance No. 3179, and consequently amending Puyallup Municipal Code Chapter 20.72.

Specifically, the amendments included the following:

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¹² FDO at 18.

¹³ FDO at 21.

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- The ordinance amended PMC Section 20.72.040 by allowing the siting of daytime drop-in centers or overnight shelters in the general commercial (CG) and community business (CB) zone districts in addition to the previously allowed limited manufacturing (ML) zone.
- 2. The ordinance amended PMC Section 20.72.050(2) by reducing the required setback from defined sensitive uses from 1000' to 500' with the exception of schools, licensed day care centers and licensed preschool facilities which retained a 1000' buffer.¹⁴
- 3. The ordinance also modified some of the daytime drop-in center and overnight shelter permit application requirements and the performance standards applicable to their ongoing operation although those amendments did not directly address the Board's findings of GMA noncompliance.¹⁵

The City contends that those amendments provide more than double the amount of land potentially available to site daytime drop-in centers and overnight shelters (not taking into account the possibility of siting through use of Development Agreements), allows their location in more centralized portions of the City, and provides reasonable transit and pedestrian access.

Petitioner's Objections

While the Petitioner acknowledges that the issue to be addressed is whether the amendments included in Ordinance No. 3195 meet the RCW 36.70A.130(1)(d) requirements, ¹⁶ it argues they fall short. ¹⁷ The Petitioner continues to allege that the

¹⁴ Sensitive uses include public and private schools, public parks and trails, public libraries, licensed day care and preschool facilities, special needs senior housing facilities, including assisted living, rehabilitation centers, and memory care facilities, and residentially zoned parcels. PMC 20.72.050(2).

¹⁵ The Board did not base its findings of violations of RCW 36.70A.130(1)(d) on the application processes and performance standards.

¹⁶ Petitioner's Objections to a Finding of Compliance at 13.

¹⁷ RCW 36.70A.130(1)(d): Any amendment of or revision to a comprehensive land use plan shall conform to this chapter. Any amendment of or revision to development regulations shall be consistent with and implement the comprehensive plan.

amendments fail to implement and are inconsistent with Policies H-6, H-6.1, H-6.2, LU-7.1, T-3.1, and T-4.4.

It challenges the City's assertion that the available acreage was more than doubled with the amendments. It further contends that much of the acreage is either fully developed or developed in a manner negating the claimed "availability". It also challenges the fact that daytime drop-in centers and overnight shelters are not allowed in any residential zones and that the 500' and 1000' buffers from residential zones further reduce available land.

Finally, the Petitioner interprets the provisions of Ordinance No. 3195 to preclude duplexes and triplexes within residential zones intended to provide transitional housing for previously "homeless" individuals/families.¹⁸

Board's Analysis

The Board first observes that the City's compliance actions are presumed to be valid. It is incumbent upon the Petitioner to overcome that presumption by establishing that the amendments are clearly erroneous in view of the entire record before the board and in light of the goals and requirements of the GMA.

As stated above, the questions that must be addressed are:

- Do the development regulations implement the comprehensive plan goals and policies?
- Do any of the development regulation's features preclude achievement of any of the Comprehensive Plan policies?
- Have Petitioners shown actual conflict between Comprehensive Plan policies and the new developments regulations?

The three housing policies at issue here all refer to "special needs" housing. The City's Comprehensive Plan defines "special needs housing":

Special Needs Housing. The Housing Element includes policies to insure that Puyallup accommodates special needs housing and encourages its location throughout the community. Special needs housing is defined in the Countywide Planning Policies as "supportive housing opportunities for populations with specialized requirements, such as the physically and mentally

¹⁸ Petitioner's Objections to a Finding of Compliance at 21, 22.

<u>disabled</u>, the elderly, people with medical conditions, victims of domestic <u>violence</u>, foster youth, refugees, and others". Puyallup has already implemented a number of land uses measures to address special needs housing and will continue to support those measures. Development regulations permit adult family homes, residential care facilities, and various senior housing facilities within residential zones; however, these regulations could be expanded to more thoroughly address the various needs of members of the community. (emphasis added)

Comprehensive Plan Policy H-6 then provides:

Promote a variety of housing for people with special needs, such as the elderly, disabled, homeless, and single householders.

It is thus clearly apparent that special needs housing is not limited to housing the homeless but is much broader in scope. Neither the Comprehensive Plan's incorporated definition nor Policies H-6, H-6.1 and H-6.2 require or imply that all types of special needs housing must be allowed in all zones throughout the City. For example, it may be more appropriate to promote the clustering of residential care facilities and other types of senior housing facilities in the vicinity of medical services but to not encourage them in or near industrial zones. Similarly, it is not incumbent upon the City, based on its Plan policies, to encourage daytime drop-in centers and overnight shelters in all districts. It is, however, necessary for it to "encourage the distribution of special needs housing [in general] throughout the City" pursuant to Policy H-6.2.

The Petitioner's contention that the preclusion of daytime drop-in centers and overnight shelters in residential or medical zones is inconsistent with the Plan's Housing policies is not well taken.²⁰ Such decisions lie within the City legislative body's prerogative absent a comprehensive plan mandate. A related contention raised by the Petitioner is that the City's action prohibits duplexes and triplexes within residential zones which are used for the purpose of providing temporary housing for families who would otherwise be homeless notwithstanding that such residences are otherwise allowed outright.²¹ The definitions of both

¹⁹ Puyallup Comprehensive Plan, p. 4.10, Section III.

²⁰ Petitioner's Objections to a Finding of Compliance at 1, 11, 20-21, 28-30.

²¹ Petitioner's Objections to a Finding of Compliance at 21, 22.

daytime drop-in centers and overnight shelters refute that argument. Drop-in centers do not include overnight stays and overnight shelters are defined as temporary.²² While the Petitioner argues that PMC 20.72.020(2) does not define the word "temporary", the City's observation in its brief and at the Hearing on the Merits that such facilities were not intended to be included is entitled to some weight.²³

The amendments included in Ordinance No. 3195 now allow the siting of daytime drop-in centers or overnight shelters in the general commercial (CG) and community business (CB) zone districts in addition to the previously allowed limited manufacturing (ML) zone. No longer are they "located at the very northwestern-most corner of the City as physically removed from the heart of the City as could be imagined." Compliance Exhibit 25 illustrates that daytime drop-in centers and overnight shelters are now allowed within additional areas within the City and buffers have been reduced, the possible acreage having been increased from 198 to 417. The addition of the two additional zones also addressed the Board's observation that the limited manufacturing (ML) zone lacked pedestrian and public transportation access. Those amendments further serve to address the inconsistencies found by the Board in regards to Comprehensive Plan Policies LU-7.1, T-3.1 and T-4.4. "Community services", including drop-in centers and overnight shelters, are now allowed in more centralized locations. Pedestrian safety has been increased and there is greater consistency between such uses and the transit transportation system.

The Petitioner also contends that the acreage available for the potential siting of daytime drop-in centers and overnight shelters is exaggerated due to existing development²⁸ and that many potential acres are located in floodways.²⁹ While the Board

²² Ordinance 3195, PMC 20.72.020(1) and (2).

²³ The City's clarification of the definition of "temporary" as used in PMC 20.72.020(2) would be appropriate.

²⁴ FDO at 14, referencing the Official Zoning Map at Appendix B.

²⁵ Compliance Exhibit 25; Puyallup's Response to Petitioner's Objections to Finding of Compliance at 11.

²⁶ See Compliance Exhibit 25. See also Compliance Exhibit 18 at 4 where City staff states: "... we also spent quite a bit of time both in the field and through GIS layers looking at where we have sidewalks, where we have walkable shoulders..."

²⁷ Compliance Exhibit 25 illustrates transit routes in relationship to potential allowed sites.

²⁸ Petitioner's Objections to a Finding of Compliance at 24, 25. Compliance Exhibit 16 at 5, 6.

²⁹ Petitioner's Objections to a Finding of Compliance at 11, 23, and 28. Compliance Exhibit 16 at 7.

agrees that existing development will reduce the number of potential sites, some parcels and acreage will be available and developed uses can and do change over time. Finally, the City points out that the Petitioner's argument regarding the impact of floodways is inaccurate. It cites PMC 21.07.040(2) and PMC 21.07.060(3), stating that the City does not regulate to the much wider Pierce County Floodway designation.³⁰

Another factor which potentially serves to increase the availability of sites to accommodate the siting of daytime drop-in centers and overnight shelters are the provisions included in Ordinance No. 3195 for Development Agreements.³¹ That code section provides an option to locate such uses in other City zones, beyond those allowed by PMC 20.72.040. As the City observed in its Prehearing Brief, development agreements are authorized by RCW 36.70B.170 and provide flexibility in the application of applicable development standards.³² While the Board did not find that the potential for Development Agreements, in the absence of any centrally located areas in which shelter facilities were permitted outright, was sufficient to prevent a finding of inconsistency between Ordinance 3179 and the City's Comprehensive Plan policies, the existence of this option for siting daytime drop-in centers and overnight shelters may offer an opportunity for additional sites.

Based on the foregoing analysis, the Board finds and concludes that the Petitioner has failed to satisfy its burden of proof to show that the amendments to PMC Chapter 20.72 adopted by Ordinance 3195 violate the GMA.

V. ORDER

Based upon review of the June 3, 2019, Final Decision and Order, City of Puyallup's Compliance Report and Ordinance No. 3195, the Growth Management Act, prior Board orders and case law, having considered the arguments of the parties offered in the briefing and at the compliance hearing, and having deliberated on the matter, the Board Orders:

The City of Puyallup is in compliance with the Growth Management Act; and

ORDER ON COMPLIANCE Case No. 18-3-0011 December 20, 2019 Page 10 of 11 Growth Management Hearings Board 1111 Israel Road SW, Suite 301 P.O. Box 40953 Olympia, WA 98504-0953 Phone: 360-664-9170 Fax: 360-586-2253

³⁰ Puyallup's Response to Petitioner's Objections to a Finding of Compliance at 17 and footnotes 14 and 15. Exhibit 211.

³¹ Ordinance No. 3195, PMC Section 20.72.030(2).

³² City of Puyallup's Prehearing Response Brief at 29, 30.

³³ Should you choose to do so, a motion for reconsideration must be filed with the Board and served on all parties within ten days of mailing of the final order. WAC 242-03-830(1), WAC 242-03-840. A party aggrieved by a final decision of the Board may appeal the decision to Superior Court within thirty days as provided in RCW 34.05.514 or 36.01.050. See RCW 36.70A.300(5) and WAC 242-03-970. It is incumbent upon the parties to review all applicable statutes and rules. The staff of the Growth Management Hearings Board is not authorized to provide legal advice.